

# Provide for the Common Defense, Promote the General Welfare



**T**he Department of Defense and its predecessor War Department have long played a key role in preserving and protecting America's cultural heritage, and of course, in making and documenting American history. Military histories as well as scientific exploration, description, and documentation of the public lands under military control are a long-standing tradition. In addition, the military's preservation of sites associated with major American conflicts and other aspects of its own history has been at the forefront of historic preservation in the United States.

The challenge is staggering. Many important historic structures and sites remain in active military use, still others are on lands controlled by the military but not actively used at the current time. Cultural resources under the care or control of the Defense Department include many highly significant properties and represent a broad range of sites, buildings, structures, districts, and objects significant in American history, architecture, archeology, engineering, and culture. Some of these are

rare or unique. Many battle sites and examples of military technology—showing the evolution of small unit tactics or changes in artillery technology and practice, for example—have been featured in war college programs or military museums and have been used quite deliberately to educate and inspire the officer cadre or technical specialists in the rank and file. A prime example of the former is Gettysburg National Military Park, originally controlled by the War Department before becoming a national park unit, that even today is used for combat teaching purposes. The latter would include the museum at the U.S. Army Ordnance Center and School at Aberdeen Proving Ground, Maryland, which maintains a large collection of artillery and small arms that is used for military instruction and engineering research and development, as well as public interpretation.

More broadly, the Defense Department has had to deal with its stewardship responsibilities for public resource management on the lands under its jurisdiction or control. Key ingredients to this effort have been education, training, and awareness, which have always been at the core of military preparedness and management. Educational programs in a broader sense have been focused on the military leadership. Training, more specific and focused, has zeroed in on the acquisition and refinement of skills necessary to do the job at all levels of involvement. Somewhere in between, or perhaps serving as an outgrowth or adjunct of either or both of these, has been awareness—the inculcation of the officer corps as well as the military rank and file with attitudes that will help the Department of Defense accomplish its mission. Over the last decade or so, that

*Pendejo Cave, a remote archeological site at Fort Bliss containing deeply stratified deposits that may represent one of the earliest known human habitation sites in North America. Courtesy U.S. Army.*



mission has increasingly come to embrace environmental resource management. These programs have largely been under the care of civilian specialists, working under the oversight and direction of uniformed military commanders.

One program that has received a great deal of publicity in historic preservation circles, the Legacy Resource Management Program, has put a concentration of money, time, and effort into improving both the underpinnings and results of effective natural and cultural resource management. Legacy has helped to identify critical needs, and to focus funding on both overall policy and program improvement, as well as to support critical projects that can be used as models to emulate elsewhere. However, given the limited size and scope of Legacy funding, and the fact that such funding is not available to meet basic legal compliance and resource management needs, "Legacy" projects provide only a small part of the overall picture. Most installations have important historic, archeological, and other resources to manage, and a diverse set of historic preservation and other resource management needs to meet. Civilian military employees engaged directly in natural and cultural resource management at installations are increasingly stretching their small staff capabilities to meet these needs through integration with and enlistment of allies among the uniformed services.

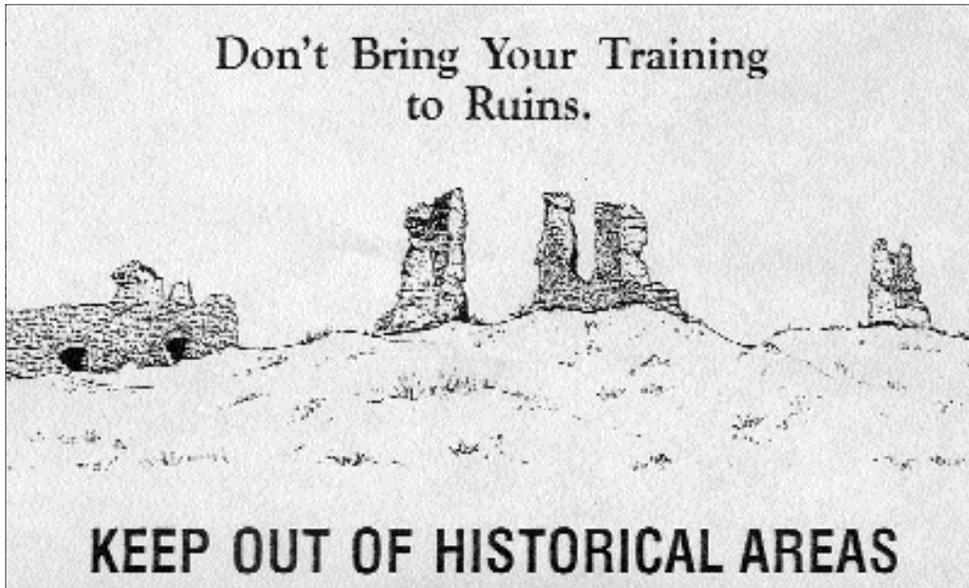
*The Fort Bliss Museum is a partial reconstruction of the original 1857 adobe fort, and is used for a wide variety of public programs. Courtesy US Army.*



This reflects both Defense Department policy and common sense. A recent edition of the Army *Commander's Guide to Environmental Management* (U.S. Army Corps of Engineers, 1991) states in part:

While your command extends across all individual aspects of the mission, there is one area of responsibility that impacts virtually every action and operation: the environment.... [E]nvironmental responsibilities are integral to your command.... Proper environmental management and coordination at the installation is not only necessary to comply with Federal, state, local and host nation regulations, it also benefits your overall mission by preventing time delays or operational shutdowns and improving public relations.... Work together with your staff to promote the concept that the environment is everyone's responsibility; [however], as commander, you are ultimately responsible for compliance with all applicable environmental laws and regulations within your command.... Accomplishing the mission always has been and always will be the top priority. However, successfully blending the military mission with the environmental challenge is now equally important. Conserving, protecting, and restoring our natural and cultural resources is the first line of defense for the heritage of future generations.

For example, through the auspices of environmental staff at Fort Benning, Georgia, the Federal Preservation Officer for the Army, Constance Ramirez, was invited to participate in training being offered to non-commissioned officers who serve as their line units' environmental management officers. Out of a two-week training period, she had four hours available to speak directly with 30-40 enlisted "green suit" personnel who serve in the field and keep their commanding officers and troops apprised of environmental protection matters that may arise during field maneuvers and other training exercises. The understanding and support of these members of the military public are critical to



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the success or failure of archeological resource protection at a place like Fort Benning. The best efforts of the archeologists or environmental management staff at an installation can be overturned in a single afternoon by a platoon participating in an infantry assault exercise that chooses the high, soft ground of a prehistoric mound in which to place their foxholes.

Efforts such as these have been further accelerated and strengthened throughout the military services as a result of one or two high profile cases where senior officers have had their careers adversely affected because of failure to meet their installation or unit environmental compliance responsibilities.

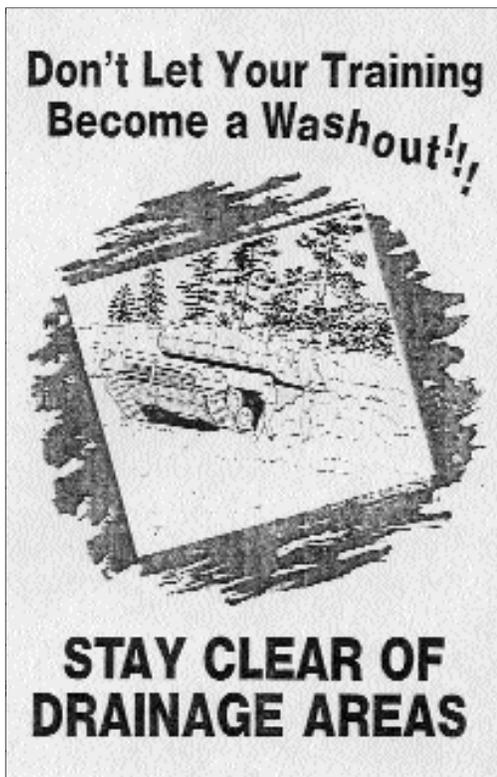
Stories about what happened in these cases have circulated throughout the military, and have further convinced many senior commanders who might have been resistant to the “environmental” part of their mission that it must be treated as a priority.

Unlike many installations, Fort Bliss, located outside El Paso, Texas, has a long history of support for and involvement with active cultural resource management. There, the two-star commanding general has formed (and chairs) an

Environmental Quality Control Committee that meets regularly and includes command staff, representatives of tenant units and organizations, and key civilian resource management employees to go over issues that arise. Under the Directorate of Installation Support, the Fort's Environmental Management Office is headed by Keith Landreth, an archeologist formerly employed by the Corps of Engineers' Construction Engineering Research Laboratory at Champaign-Urbana, Illinois. Landreth oversees a mixed staff of full- and part-time employees and interns of approximately 40. The Office includes both an

architect and a second archeologist on staff. Duties include the conduct of planning, resource management, and environmental review of Army activities within an area of Texas and New Mexico of more than 1 million acres, an area larger than Rhode Island and about 1/25th of all Defense Department holdings nationwide. Recently the home of the 3rd Armored Cavalry and the Army's Air Defense Artillery School, and currently used for Combined Arms Support training—which means combined air, artillery, and ground forces—Fort Bliss was founded in 1857 in a nearby location. The current installation site dates to 1893 and contains over 400 historic buildings and structures in the main post area, 23 eligible archeological districts, and some 14,300 unevaluated archeological and cultural sites. Four installation museums, which operate through a Museums Division director under the Directorate of Planning, Training, Mobilization, and Security, house historic collections and support various public interpretive programs. These include the Fort Bliss Museum, the U.S. Army Air Defense Artillery Museum, the 3rd Cavalry Museum, and the Museum of the Noncommissioned Officer. The museums are featured in local Convention and Visitors Bureau publications and play an active role in heritage education in the greater community of El Paso. A self-guiding map and brochure for a “Driving-Walking-Jogging Tour of Historic Fort Bliss” is available for visitors.

Fort Bliss' natural and cultural resource management is active on a number of fronts. Many of the staff are involved with the El Paso Archaeological Society, which maintains an interest in installation resources and activities, and students from the University of Texas-El Paso are actively engaged in research projects on base



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resources. A building in the main post area is being rehabilitated for archeological curation, with funding through the responsible major Army command, the Training and Indoctrination Command. An assessment of human remains and cultural items from the base, mandated by the Native American Graves Protection and Repatriation Act, is ongoing, as is consultation on this and related issues with local Native American communities.

In a joint arrangement with the Directorate of Planning, Training, Mobilization, and Security, the Environmental Management Office is working to provide Archaeological Resource Protection Act (ARPA) training for Military Police, and to work with Range Monitors to check on training and troop unit activities that could harm historic and archeological resources in Combined Arms Support training areas. Early results of these efforts appear promising.

A Historic Preservation Plan, originally developed in 1982, is currently being updated and is explicitly linked to a Programmatic Agreement currently under review among the Army, the Texas State Historic Preservation Officer, and the Advisory Council on Historic Preservation. Together, these documents spell out how Fort Bliss will meet its responsibilities under the National Historic Preservation Act and related legal requirements, and should serve both Army staff and the important historic and archeological resources of Fort Bliss well into the 21st century.

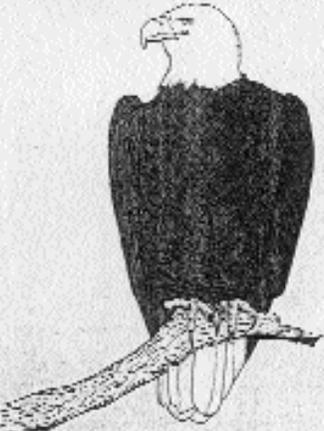
Achieving success in stewardship as well as public appreciation for its

importance is not easy. It is demonstrably difficult and complicated, and requires considerable personal effort and commitment. The key lessons that might be gleaned from attempts to promote both awareness of and support for historic preservation (and for archeology in particular) at installations nationwide can be summarized succinctly: Understand the overall mission of national defense and military readiness, and how a given installation fits into that picture. Understand how the organization works, and who are the key individuals to making it work. Then be prepared to demonstrate to and sell those individuals on the idea that successful and cost-effective accomplishment of that mission includes, and is not adversarial to, responsible resource management. Finally, wherever possible, be prepared to interest those individuals and the surrounding military and civilian community in important examples of the nation's heritage that is being defended by the Defense Department, and "enlist" them in efforts to protect it.

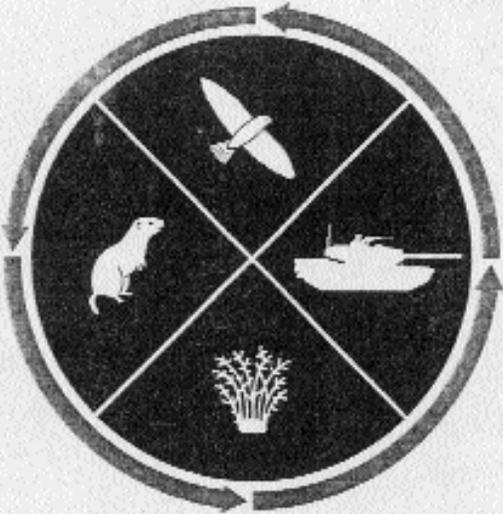
*Ron Anzalone, an archeologist, is the Director, Office of Education and Preservation Assistance, Advisory Council on Historic Preservation. He directed a recent examination of Defense compliance with the National Historic Preservation Act in cooperation with DoD's Legacy program.*

*Sign illustrations courtesy US Army Corps of Engineers, Construction Engineering Research Laboratory.*

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